

## VI. GREENSPACE ACTION PLAN

This chapter describes the steps needed to implement the Greenspace Plan. Under **"Critical Next Steps,"** this chapter summarizes the further studies that should be pursued as soon as possible to complete the greenspace planning effort, detail the implementation proposals of Chapter VI, and incorporate greenspace values into the development review process. Under "Responsibilities," it identifies the many **existing agencies** that can help create portions of the greenspace system and the **specific responsibilities** recommended for each. The issues that must be considered and resolved by the **Update process** to integrate the Greenspace Plan recommendations as a new Comprehensive Plan element are listed. Finally, this chapter recommends the **educational programs and regional coordination** that will be needed to support the greenspace effort.

### CRITICAL NEXT STEPS FOR COMPLETING GREENSPACE PLANNING AND IMPLEMENTATION

The Greenspace Plan effort has been a major leap forward towards developing a significant new concept in Lexington-Fayette County community planning. Yet there is still considerable work to be done to detail the Physical Plan proposals, evaluate the array of choices for implementation described in Chapter V, research and draft ordinances, and adopt them. The new ordinances, development review procedures, design standards and funding sources that will create the greenspace system cannot be put in place overnight. The Greenspace Commission and the Lexington-Fayette Urban County Government must continue to pursue these strategies with the same energy and commitment that is reflected in this Plan.

The many studies and actions needed to complete the greenspace effort are detailed in this chapter. Several of these should be tackled first to provide the foundation for implementation efforts. These include some fundamental issues that must be resolved and the translation of Physical Plan concepts into property-specific recommendations. These studies will provide an opportunity to involve affected property owners in the greenspace implementation decisions.

- **The first and most urgent priority** is to refine the information in this Plan identifying significant greenspace resources and implement the ordinances and procedures that are needed to **incorporate greenspace values and proposals into the development review process. *These efforts should begin immediately, so that important greenspace opportunities are not lost in the development process.***
  - ▶ As a first step, *current ordinances should be reviewed* to find short-term opportunities for protecting greenspace resources.
  - ▶ The information in this Plan – the inventory maps, the identified "significant resource concentrations," the urban greenspace sites and



linkages, the list of valued greenspace resources in the Prioritization Matrix – should be *refined as necessary so that it can be incorporated in development review*.

- ▶ The major effort required to *evaluate the various proposed regulatory techniques and translate them into adopted ordinances* should be initiated.

- **Coordinated planning for greenspace and stormwater management:** The ongoing Stormwater Study and planned extensive drainage improvements are an excellent opportunity to accomplish the Urban Greenspace Physical Plan linkage proposals for stream corridors while finding cost-effective solutions for solving and preventing flood management problems.

The Divisions of Planning and Engineering should work together to coordinate planning, land acquisition, and improvements for storm drainage and greenspace linkage. A *comprehensive study* should be done, involving property owners, to determine the best methods for ownership and maintenance, improving protection of floodplains, using detention basins as greenspace and vice versa, changing drainage improvement design standards to protect the natural / cultural features in stream corridors, preventing security and liability concerns, and developing recreational and trail access. The methods other communities have used to protect greenways and to develop public access and trails along natural drainages should be examined.

- **Prototype small area plans for developing areas** should be done to detail the Urban Greenspace Physical Plan proposals and identify the specific properties and protection measures involved.
  - ▶ *Areas where development is imminent or ongoing* – such as the Reynolds property or South Elkhorn / Hickman Creek area, could be emphasized.
  - ▶ This effort could also be combined with the *coordinated stormwater management / greenspace planning* and the *development of demonstration projects* (below). A small area plan for the Viley Extended / Leestown / Masterson Station Park area could apply the various techniques for coordinated stormwater management, floodplain protection, and greenway preservation and enhancement.
  - ▶ In general, ***Greenspace Physical Plan proposals should be incorporated in every other planning effort***, whether the Comprehensive Plan, Downtown study, Transportation Plan, Historic Preservation Plan, corridor plans, Paris Pike Small Area Plan, etc.
- **Demonstration projects** should be pursued to show Lexington-Fayette citizens how the greenspace system will work. This could be a combination of special events that take advantage of existing pieces of the system, such as the Squires



bikeway, and/or strategic improvements to enhance, link together, and extend those existing pieces to create a more comprehensive system, such as along the proposed South Elkhorn / West Hickman linear park. Completion of the West Hickman Creek "Ribbon Park" effort, with linkages from Veterans Park to Squires Road, Bellefonte Drive, and Higbee Mill Road, is a timely opportunity.

- **Rural area proposals:** Several Rural Greenspace Physical Plan proposals must be refined to support implementation – the precise boundaries of the Increased Rural Resource Protection Areas, the locations of staging areas, small area plans for each staging area, and design guidelines for staging areas. A small area plan should be undertaken for one of the Rural Focus Areas to detail resource protection and recreation strategies. The Paris Pike Small Area Plan should incorporate Greenspace Plan recommendations.
- **Legal issues:** All land use regulations adopted to further greenspace purposes must be legally sound. This should be considered in the evaluation of potential greenspace protection techniques. A study of other communities with successful greenspace programs could determine ways that the legal issues were addressed.

## **SHARED RESPONSIBILITIES FOR CREATING THE GREENSPACE SYSTEM**

Although the Greenspace Commission has been charged by the LFUCG to take leadership in planning for and developing a greenspace system, many existing local and regional government agencies and associated organizations have activities and missions that intersect with greenspace proposals. To be truly effective, efforts to carry out this Plan must be undertaken jointly, with each agency playing its part.

The process of developing this Plan has already laid the groundwork for an ongoing cooperative effort. Several LFUCG agencies collaborated and pooled their staff resources to support the Greenspace Commission's work. It is important for these agencies to continue to work together, to coordinate their efforts. For instance, the Corridors Committee could emphasize newly-installed on-street bikeways for street tree planting, to create more pleasant routes and encourage bike use.

The major players that will take responsibilities for implementing the Greenspace Plan and the contributions they should make are as follows:

### *DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT*

The Department of Housing and Community Development has spearheaded and coordinated LFUCG agency and staff support for the Greenspace Commission. The many administrative activities that will continue to fall under this role as the Greenspace Plan is implemented are too numerous to list. The Department of Housing and Community Development has several divisions that will conduct various activities with the Greenspace Plan. The divisions are the Commissioner's Office, Division of Planning,



and the Historic Preservation Office.

### ***The Commissioner's Office***

The Commissioner's Office includes the Commissioner of Housing and Community Development, administration assistants, and office assistants and is responsible for coordinating and administering all of its divisions. The office will supply primary secretarial support and staff for the implementation of the Greenspace Plan.

Two duties the Commissioner's Office should pursue are:

- Coordinate a complete **inventory of all government-owned properties** that may have greenspace potential, such as utility properties and easements, drainage facilities and easements, public housing developments, and the grounds of public building such as the Courthouse. Work with the Greenspace Commission to develop recommendations for enhancing the greenspace role of these properties.
- Provide a **liaison function with private property owners** concerning potential greenspace acquisitions, conservation easements and other voluntary protection measures. Provide advice and assistance to property owners and citizens groups, such as the Old Frankfort Pike Corridor residents, on maintenance of their special resources and the funding sources that are available to assist them with their preservation goals.

### ***Division of Planning***

For many years the Lexington-Fayette Planning Commission through its staff, the Division of Planning, has carried the flag on planning efforts related to greenspace, and will continue to be one of the primary agents for creating the greenspace system. Measures to protect greenspace through zoning ordinance amendments and the development review process must be evaluated, adopted and applied by the Division of Planning. There are also several follow-up studies needed to complete the greenspace planning effort. (In addition, the Division of Planning will be involved in determining the amendments to other Comprehensive Plan elements that will be needed to integrate the Greenspace Plan. These are discussed below under "Integration with the Comprehensive Plan.") Division of Planning responsibilities will include:

- As a first priority, evaluate current ordinances establishing standards for **development review** and amend them as necessary to ensure that **greenspace protection measures are considered wherever significant greenspace resources are found**. Undertake any further studies needed to incorporate the Greenspace Prioritization Criteria, greenspace inventory maps, and significant resource concentrations identified in this Plan into the development review process as a guide to greenspace resources in need of protection.



- **Evaluate the full range of potential regulatory techniques** for accomplishing greenspace purposes, and implement those that are feasible and would be most effective.
- As a part of this evaluation, consider creation of one or more **Greenspace Zoning Districts or Overlay District(s)** for implementing the Greenspace system. Determine the regulations, standards, design guidelines and incentives that would be appropriate to Greenspace Zones. For instance, different measures may be needed to accomplish Plan recommendations for stream corridors, for significant rural resources, or for staging areas in rural settlements.
- **Refine the boundaries of the Increased Rural Resource Protection Areas**, based on field studies and input from area residents and property owners. Determine the best measures for increasing the level of protection for significant resources in the rural area, whether through greenspace zoning, increased minimum lot size, or the like, in coordination with the Comprehensive Plan Update effort.
- Pursue **detailed planning** to transform the Urban Greenspace Physical Plan concepts into site-specific proposals **for various areas of the city**. This should be done through small area plans for existing neighborhoods or sectors and through infill planning. It should also be done for every major development plan that is reviewed by the Planning Commission, with urgent priority given to sites where development is imminent, such as the Reynolds property. The South Broadway Corridor Plan is a model for the detailed planning that needs to be done.
- Conduct an evaluation to **identify rural staging area locations and small area plans for each staging area**, which should be adopted as an amendment to this Plan. Develop and implement **use restrictions and design guidelines for development in rural staging areas**. Also **pursue downzoning of existing commercial zoning** in the rural service area that has unused development potential but is not appropriate for development according to the policies of this Plan.
- Work with the Division of Engineering to conduct a **comprehensive study of the potential to coordinate planning, land acquisition, and improvements for storm drainage and greenspace linkage along stream corridors**. As a part of this study, evaluate current zoning/subdivision/development plan **protections for floodplains and sinkholes** and the **design and maintenance standards for drainage improvements**. Implement a comprehensive program that will afford these resources sufficient protection to meet the multi-use goals of both stormwater management and the Greenspace Plan, as also expressed in the Greenways Plan.
- Work with the Division of Engineering to prepare a **prototype small area plan** for a developing urban area, such as the Viley Extended / Leestown / Masterson Station Park area, using **natural drainage to create a consistent, comprehensive greenspace linkage system**. Use this plan as an opportunity to apply the various



techniques for coordinated stormwater management, floodplain protection, and greenway preservation and enhancement.

- Review all **greenways** to determine if they meet the multi-use purposes of the greenspace system and should be included. Consider adoption of regulatory requirements that may have different purposes and controls for greenways that are not a part of the Greenspace System.
- Work with the LFUCG Corridors Committee to pursue creation of a "**Corridor Overlay District**," as recommended in the Corridor Enhancement Study, to accomplish the dual purposes of that study and the Greenspace Plan.
- Work with the Kentucky Heritage Council's Rural Preservation Program to conduct a **scenic assessment** of the entire county. Expand the "Views From the Road" survey or other methods to cover all significant rural and urban landscape types. Through volunteer or LFUCG efforts, apply the scenic assessment method to additional areas.
- Conduct **resource assessments** of other resources considered significant to greenspace, such as tree-lined canopied roads and wetlands, and incorporate the data base into Greenspace resource assessment maps and checklist review procedures.
- Work with the Kentucky River Authority on a plan to **preserve the palisades area and to develop a regional system of River parks, trails and recreational attractions.**

### ***Division of Historic Preservation***

The Division of Historic Preservation was created by Article 13 of the Lexington-Fayette Urban County Code of Ordinances. This office is charged with activities related to conserving historic structures, districts and resources in Lexington-Fayette County. The staff serves both the Historic Preservation Commission (a fifteen member volunteer government board) and the Board of Architectural Review (a five member historic district design review board).

Historic Preservation staff survey historic resources within the urban and rural areas of the county, provide technical assistance to owners of historic properties and administer the day to day activities of the Division, the Historic Preservation Commission and the Board of Architectural Review. The Division of Historic Preservation should pursue the following programs related to greenspace implementation:

- Complete the **Historic Context Study, the Long Range Historic Preservation Plan, and supporting historic surveys**, and incorporate the inventory information and recommendations into the Greenspace Plan.

- ▶ The **Historic Context Study** will analyze the city through stages of its physical, cultural and economic development. The historic resources it identifies that still remain from each stage should be protected and interpreted for the public through the greenspace system. For instance, tobacco warehouses reflect a unique aspect of this community's development, and some should be preserved through adaptive reuse.
- ▶ Within the Long Range Historic Preservation Plan, develop the concept of an **urban cultural parks system**, such as the Erie Canal in New York, that highlights the city's special cultural resources and the architectural, planning and engineering features that give a sense of the community's history. Develop an on-site heritage education curriculum, in concert with the School Board, to meet KERA requirements.

## OTHER URBAN COUNTY GOVERNMENT DEPARTMENTS AND AGENCIES

### ***Division of Parks and Recreation***

Many aspects of the greenspace system are park and recreation-related improvements. Park and greenspace planning must continue to be closely intertwined. Specific greenspace proposals that are under Parks and Recreation's purview include the following.

- Work with the **Comprehensive Plan Update** Committee on park planning issues related to greenspace (see below, Integration with the Comprehensive Plan).
- Continue to coordinate **bike/pedestrian path planning and design** with the MPO, for off-street bikeways.
- Work with the Division of Planning to coordinate the **location and design of every park** with the greenspace linkage system, wherever possible.
- Work with the Division of Planning to refine and implement proposals for securing public recreational access in the **rural Focus Areas**.
- Study the possibility of **increasing park improvement fees** to help implement the Greenspace Plan, and coordinate establishment of the legal basis for the fee increase with the Comprehensive Plan Update process.

### ***Division of Engineering***

The Division of Engineering is currently planning a major stormwater management program, which will involve land acquisition and construction of drainage improvements. This is a timely opportunity to combine flood management purposes



with implementation of the greenspace linkage proposals for stream corridors in the urban area.

Infrastructure improvements can be designed to meet the multiple purposes of the greenspace system as well as the functions of storm drainage, sewage collection, and utility delivery. However greenspace planning and infrastructure planning can be at cross purposes if they are not coordinated. Construction of sewer, storm drainage, and utility improvements can damage the very resources that the greenspace system is intended to protect.

For instance, a section of designated greenway within Cold Stream Farm was identified as having potential as a significant greenspace system link. Even as the Greenspace Physical Plan was being prepared, construction of a sewer line within the stream corridor removed some of the natural features that gave the site its greenspace value. In the future, these opportunities for combining planning and design for both greenspace and infrastructure purposes should not be missed.

The idea of using drainage and flood control improvements for open space and recreation was recommended in the Greenways Plan. These recommendations can be accomplished as Engineering develops flood management plans. The construction of sewage system trunk lines often occurs within stream corridors. The design of these systems should be carefully coordinated with the Greenspace Plan to provide trail opportunities where feasible and to prevent unnecessary destruction of natural stream qualities.

- **Coordinate greenspace planning with stormwater management planning.** Work with the Division of Planning on a comprehensive program to accomplish the multiple purposes of flood management and greenspace (see responsibilities under "Division of Planning," above). The recent Stormwater Study should be reviewed by the Greenspace Commission for consistency with the Greenspace Plan. The Division of Engineering should review the Greenspace Plan, become familiar with its proposals, and consider ways to accomplish them in cooperation with engineering improvements.
- Plan the proposed **detention/storage improvements** for developed and developing areas of the city with greenspace purposes in mind. As detention basin locations are determined, make specific recommendations concerning the greenspace opportunities each can provide. Similarly, potential greenspace sites should be reviewed for use as detention sites. Detention improvements on sites with greenspace values should be designed and maintained with care to preserve and enhance those values and resources. See also the Greenway Plan, page 10.
- Adopt **design standards for flood control and sewage system improvements that preserve and enhance greenspace resources.** When working within greenspace system drainages that have natural qualities, design effective solutions to avoid channelization or to recreate natural channels, to relocate trenching away from



the drip line of trees, and to minimize vegetation removal. Work with Division of Planning on a revision of floodplain preservation regulations to reduce the impacts of development, which can remove natural flood storage capacity and lead to the necessity to channelize streams. Develop design solutions for gravity sewers that can avoid damage to natural watercourses and riparian trees.

- Work together with the MPO, the Division of Planning, KYTC, and the Greenspace Commission on all recommendations concerning **roadway and bikeway planning and design.**

### ***Lexington-Fayette Urban County Government Corridors Committee***

The Corridors Committee assisted the Division of Planning in preparing of the Corridor Enhancement Study and has planned and implemented corridor landscaping improvements street by street. The Greenspace Plan furthers many of the proposals of the Corridor Enhancement Study, and recommends the following steps to merge greenspace and corridors planning. (See also the specific proposals in Section 1, Chapter IV, under "Urban Greenspace Linkages.")

- Support the Division of Planning's effort to pursue creation of a **"Corridor Overlay District,"** to accomplish the purposes of the Corridor Enhancement Study and the Greenspace Plan.
- Consider the recommended Greenspace Plan corridor enhancement priorities and design proposals as a **guide for further corridor planning.** Work with the Divisions of Planning and Engineering to integrate greenspace concepts in corridor design / landscape plans, such as bikeways, preservation of streams to create a parkway effect, installation of intersection improvements and safe crossing facilities where greenspace system trails cross streets, etc.

### ***REGIONAL AGENCIES OUTSIDE THE URBAN COUNTY GOVERNMENT***

#### ***Metropolitan Planning Organization***

The Metropolitan Planning Organization (MPO) coordinates transportation planning for roadway, bikeway, and transit improvements in Lexington-Fayette County as well as Jessamine County. As a regional planning agency with close ties to the Kentucky Transportation Cabinet, the MPO is in a pivotal position for furthering essential greenspace concerns. The MPO should pursue the following activities related to Greenspace Plan policies.

- Create a **new design vision and guidelines for roadway improvements** that consider greenspace resource preservation and aesthetic values as well as safety and efficiency, both for Lexington-Fayette County roadways and regional



connections with surrounding counties. This should be done in concert with KYTC, the Division of Engineering, the Greenspace Commission, the Corridors Committee and other interest groups. Highway design should not be divorced from other important community goals. The Greenspace Plan outlines the new approach towards highway and road design that is expected in the future.

- Coordinate **corridor enhancement and protection measures** with roadway improvement design and management procedures, for I-75, I-64, and the major arterials recommended by the Greenspace Commission as priorities for the Corridors Committee.
- Complete **bikeway planning and implementation** throughout the community to integrate an on-street and off-street bikeway system with the greenspace linkage system. Develop design solutions to the problems of safe transitions between the on-street and off-street bikeway system and of pedestrian and bicyclist conflicts on joint use trails.
- Incorporate **bikeway, parkway, and landscaping recommendations** within the design of new roads that are shown as part of the greenspace system, such as the Newtown and Viley extensions. Work with KYTC and the LFUCG Division of Engineering to ensure that these design recommendations are respected for state road projects.
- Incorporate greenspace-oriented **design details where bike and pedestrian trails cross streets**, such as room for walkways beneath culverts and bridges, safe pedestrian/bicyclist crossing lights at major intersections, and sidewalk/bike path improvements at overpasses.
- Coordinate bikeway and pedestrian improvements in the greenspace linkage system with the **Transit Center and transit stops**, especially Downtown.
- Support **dedication of a portion of local ISTEAs** and **grant applications for the competitive ISTEAs** for greenspace projects.

### ***Fayette County Public Schools***

Schools are very important destinations that should be linked with neighborhoods and parks through the greenspace system. Schools can also benefit from proximity to greenspace for KERA-related field trips.

- Coordinate the **location and design of every school** with the greenspace linkage system, wherever possible. Consider greenspace values and opportunities in the selection of new school sites and the design of school entrances and grounds.
- Work with the Greenspace Commission and Division of Planning staff to develop



curricula for using the greenspace system for **environmental and cultural heritage education**, as recommended by KERA. Begin with a demonstration area, such as McConnell Springs.

### ***University of Kentucky***

- Work cooperatively with the Greenspace Commission and LFUCG to **accomplish proposals of the Greenspace Physical Plan involving UK property**, such as the Arboretum, South Farm, Coldstream Farm, Spindletop, and smaller sites such as the potential UK property between Winburn School and the Library.

### ***Kentucky River Authority***

- Work with the Kentucky Nature Preserves Commission, Department of Fish and Wildlife, Lexington-Fayette Planning Commission and Greenspace Commission, the Kentucky Tourism Cabinet, and surrounding counties to develop and implement a long-term **plan for preserving the palisades area** and developing regional parks and attractions.
- Through a cooperative regional effort, develop a **trails system** along the terraces, a **recreational / tourism loop** encompassing the Valley View Ferry, Ravens Run, Elk Lick Sanctuary, the locks and dams, High Bridge, and private commercial facilities such as at Clays Ferry, and **new public access facilities and public boat ramps** at roads terminating at the River.

### ***Kentucky American Water Company***

- Work cooperatively with the Greenspace Commission and LFUCG to **accomplish proposals of the Greenspace Physical Plan involving Kentucky American property**, such as land holdings at the Kentucky River and the reservoir.

## **INTEGRATION WITH THE COMPREHENSIVE PLAN**

***With the adoption of this plan, greenspace becomes one of the defining urban design and rural preservation concepts of the Comprehensive Plan.*** The Greenspace Plan has been adopted as an element of the Comprehensive Plan. However, the concepts and recommendations that are basic to the Greenspace Plan should also be integrated throughout the other elements of the Comprehensive Plan.

There are several unresolved questions concerning Comprehensive Plan policies relating to greenspace that may result in amendments to other Comprehensive Plan elements. These should be tackled by the Planning Commission and the Comprehensive Plan



Update Committee. In addition, the Greenspace Plan can provide useful background information for the Comprehensive Plan Update effort. The uses of this information should be determined by the Update Committee, Planning Commission, and ultimately the Urban County Council. Specific issues raised in this Plan that should be addressed in the Comprehensive Plan Update include:

- The growth of the Lexington-Fayette County region creates pressure to alter the **Urban Service Boundary**, which may lead to loss of significant greenspace resources and incompatibilities between urban and rural uses. Greenspace designation should provide guidance on this question. Implementation of Greenspace protection measures should play a role in counteracting pressure in areas where expansion of the boundary is undesirable, or in buffering urban impacts where expansion occurs. This issue should be studied to determine the role Greenspace should play and the specific techniques proposed in this Plan that would be useful. Recommendations for study include the following:
  - ▶ Identify the possible *urban expansion pressure points* at the edge of the Urban Service Area where significant greenspace resources exist, and determine means to preserve the greenspace and/or relieve the development pressure where appropriate.
  - ▶ Identify *existing problem areas / incompatibilities between urban and rural activities* and investigate means to correct these and avoid future problems.
  - ▶ Add *greenspace values and identified significant greenspace resources as criteria for determining USA and RAC boundaries*.
- Continue to encourage more efficient development of the urban service area through **incentives for infill** of vacant parcels within existing neighborhoods, which provide additional incentives or benefits for development, thus relieving pressure to expand the urban service area.
- Substantially revise the section on **park and recreation facilities** to include Greenspace Plan recommendations. In particular:
  - ▶ Overlay the *proposed locations for neighborhood and community parks with the list of potential urban greenspace sites*, those with significant greenspace resources or those that are a part of the linkage system. Determine if a greenspace site could meet the park need for that area, and, if so, show it on the Comprehensive Plan Land Use Map.
  - ▶ Incorporate the proposal to secure additional public recreational access in the *rural Focus Areas*.
  - ▶ Consider whether the *Park Improvement Fee* should be increased for greenspace implementation purposes. If so, help create a strong legal basis



through Comprehensive Plan policy.

- Consider whether the **Land Use Plan** in the Comprehensive Plan needs to be revised to support application of greenspace implementation techniques, in particular:
  - ▶ *Purchase of Development Rights* – the areas where purchase of rights will be allowed / encouraged should be designated and the value of the rights must be determined. Although this could be done by ordinance, support in the Plan would create a more enduring and predictable program.
  - ▶ *Proposals for increased protection of rural area resources* – Emphasize preservation of "Increased Rural Resource Protection Areas," "Significant Rural Resource Concentrations," and "Focus Areas." Determine the best measures for increasing the level of protection for significant resources in the rural area, whether through overlay zoning, increased minimum lot size, or the like, in coordination with the Division of Planning effort to refine boundaries of the significant rural resource areas.
  - ▶ *The Greenspace Zoning District* – Determine the appropriate method for authorizing use of one or more Greenspace Districts or Overlay Zones as a part of the Land Use Plan, if determined to be an effective method for greenspace implementation – see also Greenspace Tools and Techniques, Chapter V.
  - ▶ *Proposals for Rural Staging Areas* – There should be no misunderstanding; this proposal, as discussed in Chapter V under the Rural Physical Greenspace Plan, does not encourage or allow inappropriate rural growth not otherwise contemplated by the Land Use Plan. A cross-reference in the land use policies for the general rural area would be helpful, clearly stating the intent of the staging areas, the limitations on their scope and uses, and requirements for compatibility with the general rural area land use policies and with surrounding landscape types. Also incorporate the recommendations concerning locational planning, small area plans, and design and use guidelines for staging area facilities. Where new development of parcels with existing commercial zoning would be inappropriate, recommend rezoning to general agricultural uses.
- The Greenspace Plan Goals have already been included in the overall Goals for the Update. **Cross-reference Greenspace Plan policies and recommendations in other sections of the Plan**, notably under:
  - ▶ *Policies* – Integrate Greenspace objectives and policies under: Major Growth Management Issues (Management of Development Directions, Environmental Considerations); Land Use Development Concepts (General Rural Use Areas, Transportation, Recreation); and Decision-making for



## Governmental Services (Regional Planning).

- ▶ *Planning Concepts and Principles* – Include greenspace concepts where appropriate under Functional Planning Areas, Environmental Considerations, Urban Design, Historic Preservation, Urban Activity Centers, and, if determined to be relevant, Urban Service Boundary.
- ▶ *The Land Use Plan* – See specific recommendations above. Also, include greenspace concepts under Land Use Relationships and add major Greenspace Physical Plan proposals under Land Use Plan for Suburban South Area and Suburban North Area.
- ▶ *Transportation* – Incorporate greenspace recommendations concerning road improvements, bikeways, and coordination of greenspace system with transit system (see summary under "Metropolitan Planning Organization," above). Mention greenspace concerns under Issues and Concepts, and add specific Greenspace Physical Plan proposals to the description of Proposed Road Improvements, e.g. for Viley, Newtown Extension, etc.
- ▶ *Community Facilities* – Under Sewers, discuss need to reduce untreated discharges to Town Branch and importance of minimizing damage to greenspace resources during sewer construction, particularly along stream corridors. Under Parks, see above, and specifically amend section on Greenway Parks to reflect Greenspace Plan. If Water Service receives more attention in the new plan, recommend greenspace protection and public use for Kentucky American properties adjacent to the reservoirs, as shown on the Physical Plan.
- ▶ *Plan Implementation* – Because the greenspace concepts are new to the community, paragraphs under Public Facilities Implementation and Development Regulation Administration about the special measures needed to implement the Greenspace Plan (e.g. purchase of development rights, overlay zones, development review, establishment of non-profit to oversee Greenspace Fund, etc.) would be helpful. Under Future Planning Work Elements, the future studies and activities outlined in this chapter should be mentioned.

## GREENSPACE EDUCATION RECOMMENDATIONS

In both the short and long term, education is the key to creating a greenspace system that enhances all aspects of our daily lives. There are two main areas of need and opportunity in greenspace education:

- **First, there is the need to conduct a proactive campaign to help the public at large understand the Greenspace Plan proposals and to build support for**



accomplishing them.

- **Second, an important benefit of the greenspace system is that it presents an opportunity for hands-on learning about all aspects of the Bluegrass natural and cultural identity, both for community education and to meet KERA requirements.**

### ***Education about the Greenspace Plan Proposals***

**Education about Greenspace Principles and Benefits:** Successful implementation of the Greenspace Plan relies upon building a base of public support. A proactive educational effort is needed to present and interpret the Greenspace Plan to the public. This effort should help residents of Lexington-Fayette County and the region understand the basic principles and wide scope of what is meant by greenspace. It should strongly communicate the benefits of greenspace to the community. The educational campaign should emphasize that protecting greenspace is not a luxury but a necessity for attaining the quality of life that Bluegrass residents desire and expect. The educational effort should convey that greenspace and economic growth are interrelated, and that the Greenspace and Economic Development sections of the Comprehensive Plan, taken together, form the basis for a balanced, sustainable community.

**Education about the Plan Proposals:** More specifically, the educational effort should be a catalyst for public interest in greenspace and support for accomplishing the proposals of the Plan. Events such as a greenspace "conference" with speakers from other communities that have successful greenspace efforts and a family bicycling day on a demonstration section of the greenspace linkage system could help citizens and public officials envision what a completed Greenspace Plan would be like. Educational efforts will also be crucial to the success of legislative initiatives to fund greenspace and to adopt laws and regulations as recommended by this Plan.

**Education for Property Owners about Preservation Techniques:** Because much of the implementation of the Plan rests upon the initiative and cooperation of private property owners, there should be educational efforts for this target audience. For instance, rural property owners need information about how various greenspace techniques, such as conservation easements, will work and what the advantages and disadvantages may be.

**Education to Encourage Use of Greenspace Sites and Trails:** As each portion of the greenspace system is accomplished, people must be informed about how to access and use it. As people learn to enjoy greenspace tours, trails and parks, public support for completing the system will grow. Education will also be needed to ensure the safety of greenspace users, such as signage to notify auto drivers to watch for bicyclists, or to describe rules for multi-use of trails by pedestrians and bicyclists.

**Education Within Government:** For the Greenspace Plan to be successful, the concepts and proposals of this Plan must be considered and incorporated in the actions and policies of all other government agencies working in Lexington-Fayette County. There



should be an educational effort to familiarize other agencies, especially those listed above in this chapter, with the Greenspace Plan. All agencies should be encouraged to evaluate their programs for conflicts with greenspace values and opportunities to accomplish greenspace recommendations.

### ***Education about the Bluegrass Natural and Cultural Heritage***

Preservation of the heritage of a region requires more than protecting land and buildings. The residents of the region, and especially their children, must also be knowledgeable about their heritage if it is to remain a vital part of their lives. The proposed greenspace sites and linkages were selected because they embody the best of the diverse natural and cultural resources that make up the Bluegrass identity. These sites and linkages present a valuable opportunity for educational interpretation. Public education about the significance and sensitivity of these resources will also encourage their long-term protection.

**Greenspace Tours:** For instance, tours following roads and trails in the rural and urban area could be designated according to themes, such as: African-American history and culture; the story of Native Americans and settlement of the Bluegrass; the influence of tobacco or horse farms on the region's development; the geology, flora and fauna of the Kentucky River Valley and tributaries; and the features and water quality issues associated with limestone karst topography. Brochures, on-site displays and signage could be developed to link these themes with the resources. This could be a low cost way to increase public awareness of greenspace values.

**Greenspace and KERA:** The Kentucky Educational Reform Act (KERA) requires communities to develop educational programs that will take school children on-site to learn about the natural and cultural heritage of their region. Greenspace sites and linkages are a wonderful opportunity to meet the intent of KERA. For existing sites such as Waveland and new greenspace sites such as McConnell Spring, model curricula should be developed and disseminated throughout the school system that will turn these sites into classrooms. The Greenspace Commission should encourage the Fayette County Public Schools to make this a major long-term educational effort.

### **GREENSPACE REGIONAL RECOMMENDATIONS**

The Bluegrass is a geographic region, and preservation of the Bluegrass identity must become a regional concern. Many of the significant resources and greenspace proposals identified in this Plan extend into adjacent counties. The other Bluegrass counties should be encouraged to adopt the greenspace concept and do greenspace planning for their communities. To widen the impact of the Greenspace Plan, the Greenspace Commission and LFUCG should also pursue the following specific regional initiatives:

- ▶ Work with the tourism commissions of surrounding counties to encourage regional heritage tourism programs and loop tours, with Lexington as the hub.



Work with the Kentucky Tourism Cabinet to include greenspace resources in the state heritage tourism guidebook.

- ▶ Develop a regional plan for trails, parks, restored locks, recreation facilities, and land protection along the Kentucky River, from Camp Nelson to Frankfort, in conjunction with Clark, Madison, Jessamine, Garrard, Mercer, Woodford, Anderson and Franklin Counties, the Kentucky River Authority, and interested citizen groups.
- ▶ Coordinate greenspace planning with Jessamine County, to take advantage of the potential greenspace linkages that cross the county boundary, such as along West and East Hickman Creeks.
- ▶ Work with Clark County to acquire and develop a regional rails-to-trails corridor on the abandoned railroad right-of-way from Lexington to Mount Sterling and beyond.
- ▶ Identify significant regional scenic and historic road corridors, such as U.S. Highway 68 and the Old Dixie Highway into Richmond, and coordinate preservation planning with surrounding counties, the Kentucky Transportation Cabinet, and the Metropolitan Planning Organization.
- ▶ Identify scenic overlooks of Fayette County from other counties, and work with those counties for their access and development.
- ▶ Communicate Greenspace Plan proposals to existing regional preservation groups, such as the Land and Nature Trust of the Bluegrass and the Elkhorn Intercounty Consortium, and enlist their support for implementation and more detailed regional greenspace planning for the resources of their concern.

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**Support for regional planning and cooperation on greenspace issues is very strong among Bluegrass residents (76%) and Lexington-Fayette County residents (80%).**

Seventy percent of Bluegrass residents agree there is a need for a regional planning organization for open space and farmland preservation. A majority would even support regional decision-making authority for this organization (51% of regional residents, 54% of Lexington-Fayette County residents).

– *Bluegrass Tomorrow Survey, MC2, 1991*

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